



## London Borough of Enfield

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<b>Report Title</b>	Approval of council capital and the progression of Bowes East and Edmonton Green Quieter Neighbourhoods
<b>Report to</b>	Cabinet
<b>Date of Meeting</b>	13 March 2024
<b>Cabinet Member</b>	Cllr Jewell, Cabinet Member for the Environment
<b>Executive Director / Director</b>	Executive Director: Perry Scott Director: Brett Leahy
<b>Report Author</b>	Richard Eason, Programme Director Journeys & Places (richard.eason@enfield.gov.uk).
<b>Ward(s) affected</b>	Bowes, Edmonton Green, and Lower Edmonton
<b>Key Decision Number</b>	5694
<b>Classification</b>	Part 1 Public & confidential appendix

### Purpose of Report

1. The purpose of this report is to provide an overview of the Bowes East and Edmonton Green Quieter Neighbourhoods (QN) and seek approval for capital funding to progress the project.

## Recommendations

- I. Note the findings and ongoing exploratory work in relation to the creation of two new quieter Neighbourhoods at Bowes East and Edmonton Green.
- II. Note that a further Key Decision report will be brought for approval after statutory consultation has been concluded, to invite a decision on whether to agree and implement either or both schemes.
- III. Approve the addition of £1.6m to the capital programme funded by borrowing (£1.4m) and grant (£0.2m), to increase the total budget of the schemes to £2m to facilitate the design, consultation, and (if agreed) implementation of the schemes in in FY 24/25.

## Background and Options

### Background

2. Over the last few years, Enfield Council has taken action to re-design a number of roads to introduce new pedestrian crossings, segregated cycle lanes, School Streets, and cycle parking alongside other initiatives such as cycle training and free bike repairs. Quieter Neighbourhoods form part of this comprehensive approach that the Council is taking to reduce the speeds and volume of motor vehicles in residential areas and create an attractive and safe environment for people to travel by active and sustainable modes, such as walking and cycling. The aim is delivering longer-term benefits which include improvements in people's health, less congestion and safer roads, and improved air quality.
3. The Journeys and Places team used an evidence-based assessment to consider the next areas that could be most benefited by delivering Quieter Neighbourhoods projects. This assessment considered the following elements:
  - Traffic. This assessed:
    - i. Average traffic speeds
    - ii. Estimated through traffic (weekday AM peak period)
    - iii. Estimated through traffic (weekday midday peak period)
    - iv. Estimated through traffic (weekday PM peak period)
  - Road safety. This assessed:
    - i. Total number of collisions (all types)
    - ii. Killed or seriously injured casualties - vulnerable road users (pedestrian and cyclists)
  - Mode shift potential. This assessed:
    - i. Public transport accessibility level
    - ii. Length of cycle route network within reach
    - iii. Walking potential
    - iv. Cycling potential
  - Population. This assessed:
    - i. Residential population

- ii. Number of primary and secondary school pupils living within the potential QN area
  - Health and deprivation. This assessed:
    - i. Index of multiple deprivation
    - ii. Percentage of children obese at reception year
    - iii. Percentage of children obese at year 6
    - iv. Proportion of residents completing 2x 10-minute active travel trips
  - Open space accessibility. This assessed:
    - i. Size of area deficient in public open space
    - ii. Number of children's play space
  - Air quality and climate emergency:
    - i. Concentration of NO<sub>2</sub>, PM<sub>2.5</sub> and PM<sub>10</sub>
    - ii. Overall climate risk
  - Trip attractors. This included:
    - i. Number of schools within the potential QN (weighted by number of pupils)
    - ii. Number of amenities in the area, such as pharmacies, community centres, youth centres etc
4. Based on the above assessment, the Journey's and Places team identified two new areas that could be improved by transforming them into Quieter Neighbourhoods. These two areas have been named Bowes East QN and Edmonton Green QN.
5. Bowes East QN is the neighbourhood bound by the A406 to the north, Wolves Lane to the east, Green Lanes to the west, and the boundary with London Borough of Haringey to the south (see **Error! Reference source not found.**). It has been chosen as a potential next QN because the area has:
- poor air quality compared with other areas in Enfield.
  - poor health and deprivation indicators that could be improved with active travel.
  - two schools within the area.
  - limited areas of open space.

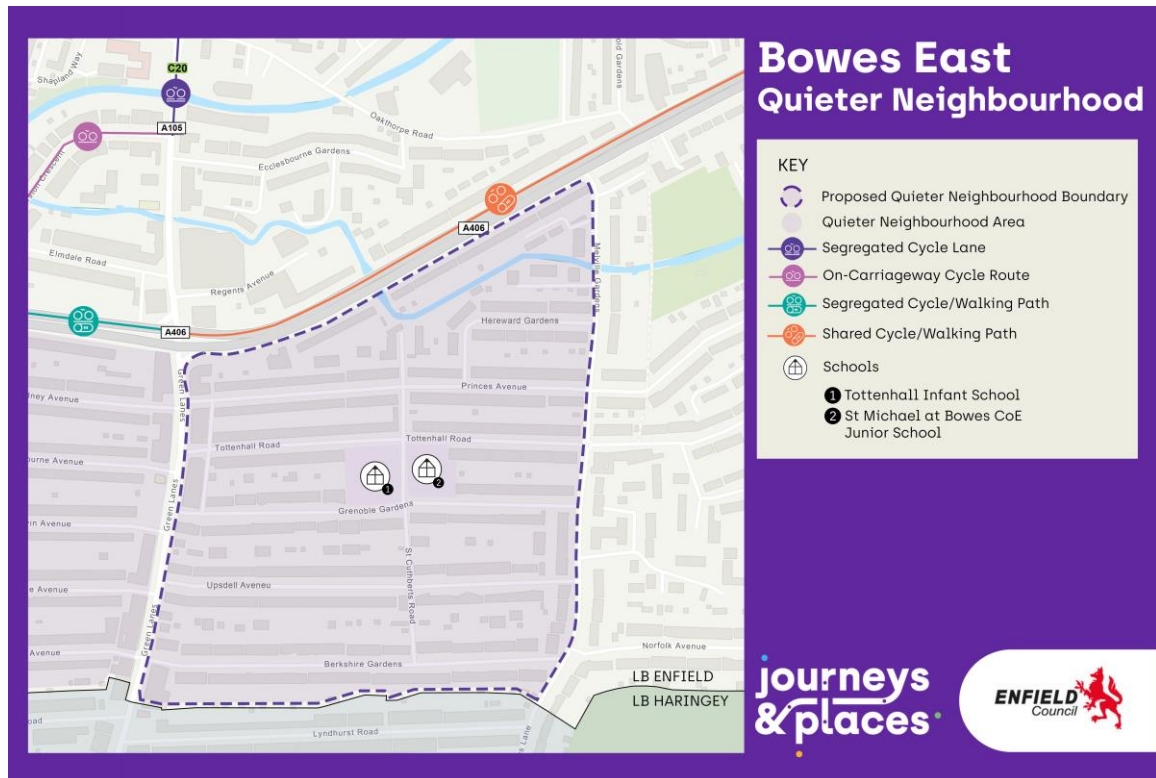


Figure 1: Map of Bowes East Quieter Neighbourhood

6. Edmonton Green QN is the neighbourhood bound by Bounces Road to the North, Montagu Road to the East, the A406 to the south, and the A1010 to the west (see Figure 2). It has been chosen as a potential next QN because the area has:

- poor air quality compared with other areas in Enfield.
- poor health and deprivation indicators that could be improved with active travel.
- three schools within the area.
- amenities in the area that could be accessed using active travel.
- high numbers of collisions for vehicles, pedestrians, and people on bikes.
- a high population density which would benefit from the improvements.

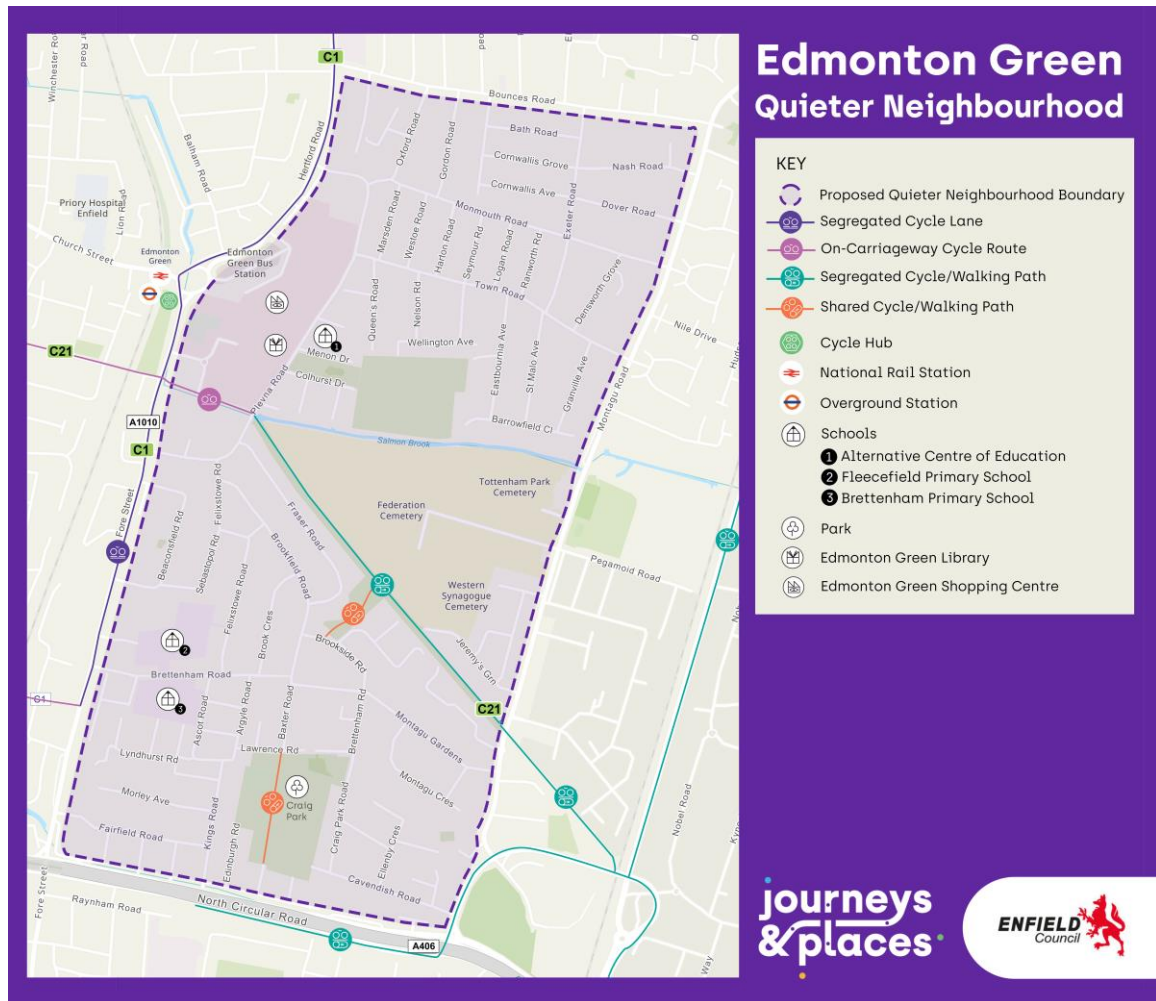


Figure 2: Map of Edmonton Green Quieter Neighbourhood

## Methodology

- Following identification of the two Quieter Neighbourhood areas, a methodology to reach a decision on implementation of the project has been prepared. This decision on whether or not to proceed with implementation would take place following completion of the detailed design and statutory consultation, and would require approval on the respective operational report.
- The high-level methodology is as follows:
  - Confirm Ward Councillor and other internal Enfield Council member support for the two Quieter Neighbourhood areas.
  - Engage the community to understand the current issues and ideas that could be included in a potential future Quieter Neighbourhood.
  - Prepare an early engagement report based on the current issues and ideas from the community.
  - Use the current issues and ideas and existing data to develop design(s) for each Quieter Neighbourhood.
  - Share the designs with the community and stakeholders and receive feedback on the proposals.
  - Prepare an engagement report based on the feedback of the design(s).

7. Use the feedback and traffic modelling data to prepare a detailed design proposal for each QN area.
8. Undertake statutory consultation based on the detailed design proposal for each area.
9. Consider the objections and representations to determine whether to progress the proposals to implementation.
10. If it is decided to progress the proposals to implementation, then prepare key decision reports for each QN area which will request approval to proceed to implementation and make the traffic orders.
11. Implement the QN proposals.
12. Undertake post-implementation monitoring.

### Works Undertaken to Date

9. A series of workshops and briefings were held with Ward Councillors and other internal Enfield Council members such as the leader, deputy leader, and chief executive. These meetings were to explain the areas proposed for a Quieter Neighbourhood, the rationale for choosing those areas, and the key next steps.
10. External briefings were also held with key stakeholders such as Transport for London and London Borough of Haringey.
11. Following the briefings, the two potential Quieter Neighbourhoods were shared with the community. This phase of engagement is outlined in the following section.

### Early Engagement

12. Early engagement took place between 11 September 2023 and 8 October 2023. This was used to gather information from local residents and businesses on the issues that the community currently face and the ideas to improve the area as part of the QN programme.
13. This early engagement period included the following for both projects:
  - Interactive map on the project web page where participants could drop pins for ideas or issues within the area.
  - 2 drop-in sessions per QN area.
  - 1 pop-up session per QN area.
  - Webinar per QN area.
14. For Bowes East, over 15,000 residents were contacted. There were 1900 website views, 33 business addresses were visited, and 400 people actively participated in the engagement.
15. For Edmonton Green over 33,000 residents were contacted. There were 2100 website views, 240 business addresses were visited, and 501 people responded to the engagement.
16. The engagement was planned to encourage input from residents, businesses, young people, and people with diverse cultural backgrounds. To

help achieve this, workshops were undertaken with local schools, and materials were available in Turkish, Greek, Gujarati, Polish, Bulgarian, Romanian, Albanian, Somali, and Bengali/Bangla.

17. An engagement report has been produced for Bowes East and another for Edmonton Green to give insight on general themes, and this will feed into the designs for these QNs. The early engagement reports for both projects can be found in Appendix A for Bowes East & Appendix B for Edmonton Green.
18. Common issues raised for the Bowes East neighbourhood included:
  - High traffic volumes in and around the area.
  - Health and safety concerns.
  - Lack of maintenance.
  - Concerns that the programme may have negative impacts on the area.
19. Common ideas suggested for the Bowes East neighbourhood included:
  - Improved cycling and pedestrian provisions.
  - Implementation of traffic calming measures.
  - Traffic reduction through modal filters or banned right turns.
  - More greening.
  - Improved accessibility.
20. Common issues raised for the Edmonton Green neighbourhood included:
  - Prevalence of illegal dumping, fly tipping, and vandalism.
  - Safety and security concerns due to crime and anti-social behaviour.
  - Lack of adequate transport connectivity.
  - Poor pavement quality.
  - Too many cars parked in the area, including illegal and inconsiderate parking.
21. Common ideas suggested for the Edmonton Green neighbourhood included:
  - Increased surveillance and enforcement.
  - Improved transport connections.
  - Introduction of modal filters and school streets.
  - One-way streets.
  - Implementing a controlled parking zone throughout the area.
  - Investing in public amenity and maintenance.

### Next Steps

22. The immediate next steps are to prepare designs based on the current issues and ideas from the early engagement and existing data. These designs are proposed to be shared with the community in early 2024.
23. Traffic modelling is also required to assess the potential impact of the scheme and will then require approval from TfL and other key stakeholders.

24. As designs progress, there will be a further opportunity for public engagement in the form of statutory consultation. Engagement will be carried out with internal and external stakeholders (such as TfL, emergency services, and Haringey Council). Design review workshops will also be undertaken with officers from Enfield Council to refine the designs and liaise with services regarding operational considerations.
- 25.
26. A communications and engagement plan has been developed which outlines these activities. This will continue to be refined as the project progresses. The communications and engagement plan can be found in Appendix C for Bowes East and Appendix D for Edmonton Green.
- 27.
28. Further funding is required to complete the activities this financial year and to progress the projects towards implementation. Funding is in particular required to carry out the traffic modelling which will be essential to determine the feasibility of the projects. Whilst a decision on whether to implement or not will come later, this report is requesting the funding that would be required for full implementation if that decision is taken. Funding for the full project is being requested to ensure that there is sufficient available funding to deliver the QNs before spending more money on the project. If a decision is subsequently reached not to implement the projects, then the remaining funding approved would not be required and would not be drawn down.
29. Although approval for full funding is being sought at this time, there will be another decision point after statutory consultation with a key decision report that will confirm whether to progress to implementation.

### **Preferred Option and Reasons for Preferred Option**

30. The objectives of the Quieter Neighbourhoods Programme are to:
- Make safer streets.
  - Enable more people to walk, wheel, cycle, and access public transport.
  - Improve the health and amenity of the local environment.
  - Improve the physical health of people living within the QN.
31. To deliver on these objectives, Quieter Neighbourhoods are proposed in Edmonton Green and Bowes East areas.
32. These projects are still in an early stage and the different options are still being designed.
33. Designs could include features such as modal filters, one-way streets, school streets, and cycle parking, as well as greening initiatives. These designs will be developed using the feedback from the early engagement and background data.

### **Relevance to Council Plans and Strategies**

34. The new Quieter Neighbourhoods align with the council plans and strategies in the following ways:



35. Clean and green places – Bowes East and Edmonton Green QNs will include the delivery of an improved public realm, including additional greenery and, in the longer-term, contribute towards greater levels of sustainable transport improving air quality. It is unequivocally linked with the Council's cross-cutting theme of Climate Action and its commitment to create a carbon neutral borough by 2040.
36. Safe, healthy, and confident communities – Bowes East and Edmonton Green QNs will help contribute towards creating a safer environment and will help to enable healthier lifestyles through increasing transport choices.
37. Thriving children and young people – Bowes East and Edmonton Green QNs will help improve the borough for future generations and individual project consultations will actively seek the input of young people to help shape their design. The project will also help children have the best start in life by providing opportunities to be active, improving their health.
38. More and better homes – Bowes East and Edmonton Green QNs will help create improved connections with current and future active travel routes, enabling more transport choices for local neighbourhoods to travel in sustainable ways.
39. An economy that works for everyone – Bowes East and Edmonton Green QNs will contribute towards developing town and public spaces that are vibrant, healthy, and inclusive. This forms part of the Council's strategy to support our high streets and town centres by providing safe and convenient access to local shops and services.

## **Financial Implications**

### Summary

40. The proposal in this report is to add £1.6m to the capital programme for the implementation of the Bowes East and Edmonton Green quieter neighbourhood's scheme. The total cost of the scheme is £2m, with approx. £0.4m already included within the capital programme as approved by Full Council in Feb-23.
41. The addition of £1.6m will be funded by £0.2m of Transport for London (TfL) grant money. The Council has received confirmation that TfL will provide £0.2m as a contribution towards delivery.
42. The remaining £1.4m will be funded from Council borrowing, which will cost the Council £0.7m a year in financing costs (interest and loan repayment),

based on an interest rate of 5.3% over 2 years. The financing costs are expected to be repaid from PCN income.

43. The project has already secured £231k of S106 money, and £166k of TfL grant money for 2023/24. The team will continue to apply for funding through grant programmes that this proposal meets the criteria for, such as S106 and CIL. Additional allocations are anticipated and if secured would reduce the borrowing on the project.

#### Revenue Budget Impact

44. The proposal will include the installation of traffic cameras and issuing PCNs for those that do not follow any new restrictions. Any surplus revenue from penalty charge notices (PCNs) is anticipated to pay back the initial capital expenditure and the annual financing costs.

45. The maintenance of the projects will be managed from within the existing highways revenue budgets.

#### Capital Budget Impact

46. There will be an addition to the capital programme of up-to £1.6m, funded by £0.2m of TfL grant and £1.4m of borrowing.

	<b>2024/25</b>	<b>2025/26</b>	<b>Total</b>
To be approved CAPEX	£0.6m	£1.0m	£1.6m
<i>Funded by:</i>			
TfL Grant	£0.2m		£0.2m
Borrowing	£0.4m	£1.0m	£1.4m
Total Funding	£0.6m	£1.0m	£1.6m

47. There is already £0.4m in the capital programme for this project, fully funded by S106 (confirmed by strategic planning board on 25<sup>th</sup> Sep 2023) and secured TfL grant. This was approved by Full Council in Feb-23.

	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>Total</b>
Approved CAPEX	£0.2m	£0.2m		£0.4m
<i>Funded by:</i>				
S106	£0.2m			£0.2m
TfL Grant		£0.2m		£0.2m
Total Funding	£0.2m	£0.2m	£0.0m	£0.4m

48. Table below summarises the total budget within the capital programme once the project has approval:

	2023/24	2024/25	2025/26	Total
Capital Expenditure	£0.2m	£0.8m	£1.0m	£2.0m
Actual spend up to 30 Nov 2023	£0.0m			£0.0m
<i>Funding:</i>				
S106	£0.2m			£0.2m
TfL Grant		£0.4m		£0.4m
Borrowing		£0.4m	£1.0m	£1.4m
Total Funding	£0.2m	£0.8m	£1.0m	£2.0m

#### Borrowing Impact

49. Approval of the recommendations in the report will result in increased borrowing of £1.4m, which will cost the Council £0.7m a year in financing costs (interest and MRP), based on an interest rate of 5.3% over 2 years.

#### Accounting Treatment

50. The works required for the quieter neighbourhood's programme involve enhancing the road network and improving the public realm in the areas mentioned above.

51. Costs will be accounted for in compliance with the Councils capitalisation policy. Any costs that cannot be capitalised will be charged to the revenue budget.

52. All costs identified for this programme will contribute towards the enhancement of the road network and improving the public realm in the areas identified in the main report, and therefore meet the criteria for capitalisation.

53. The table below summarises the anticipated costs for the project:

Capital Expenditure	£m
Communications and Engagement	£0.1m
Construction	£0.7m
Contingency	£0.4m
Design	£0.3m
Legal	£0.0m

Project Management	£0.5m
<b>Total</b>	<b>£2.0m</b>

### Tax Implications

54. The council will reclaim all VAT on expenditure through its regular submissions for input VAT. No other known tax implications.

### **Legal Implications**

56. Section 122 of the Road Traffic Regulation Act (RTRA) 1984 places a duty on the Council to exercise its functions, so far as practicable having regard to certain specified matters, to secure, as far as reasonably practicable, the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The specified matters that the Council must also have regard to are matters such as the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of any locality affected, the national air quality strategy, the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles, and other relevant matters. In taking a decision as to whether to implement the quieter neighbourhood schemes outlined in this report, regard needs to be had to this duty.
57. A decision as to whether to proceed with the schemes outlined in this report must also be consistent with the Council's network management duty under section 16 of the Traffic Management Act 2004 ("the 2004 Act"). That is, the duty "to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives: (a) securing the expeditious movement of traffic on the authority's road network; and (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority".
58. Sections 6 and 9 of the RTRA enables the Council to as the traffic authority to make both traffic management orders and experimental traffic management orders respectively in order to give effect to the quieter neighbourhood schemes outlined in this report. Procedures for making said orders are set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
59. Section 149 of the Equality Act 2010 requires the Council to pay due regard to public sector equality considerations in the exercise of its functions. Such due regard should be had when considering whether to implement the quieter neighbourhood schemes outlined in this report and an initial Equalities Impact Assessment has been prepared and will be revisited as proposals progress.

60. The recommendations contained within the report are in accordance with the Council's powers and duties as both the Highway and Traffic Authority.

### **Equalities Implications**

61. Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. The Council needs to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately affect access by some groups more than others. The Public Sector Duty Act 2010 requires Local Authorities, in the performance of their functions, to:

- Eliminate discrimination, harassment, victimisation, and other prohibited conduct.
- Advance equality of opportunity.
- Foster good relations.

62. This project will continue to consider the needs of all highway users including those from the protected characteristic groups. All members of the community have full access to the highways; however, it is recognised that some protected groups may have practical problems in using the service. The needs of those with protective characteristics will be considered throughout the development of the design of these projects.

63. The project has screened for equality implications, and this helped to inform the planning of the early engagement, such as providing engagement materials in multiple languages.

64. EqlAs have been provided in Appendix E & Appendix F, however it should be noted these are in the early stages of development. The EqlAs will continue to be developed as the project progresses.

65. Appendix E presents the EqlA undertaken for Bowes East and Appendix F for Edmonton Green. These indicate that there could be potential positive or negative impacts on several characteristics. Mitigation measures for negative impacts are proposed to address these, which will be considered throughout the progression of the design.

### **Environmental and Climate Change Implications**

66. Table 1 provides an overview of environmental and climate change considerations.

*Table 1: Environmental and climate change implications*

Consideration	Impact of Proposals
Energy consumption	Neutral  There are no changes proposed to the current service delivery arrangements.
Measures to reduce carbon emissions	Positive

	<p>Transport generates a significant amount of greenhouse gas emissions (34% of UK CO<sub>2</sub> Emissions in 2022). It is also making up 39% of borough-wide emissions as per the Climate Action Plan 2020. The primary contributor of these emissions is on-road transport from cars. The proposals will enable:</p> <ul style="list-style-type: none"> <li>• Increased levels of active travel by making journeys safer and more appealing.</li> <li>• Reduced private vehicle trips by making alternatives equally attractive.</li> </ul> <p>In the shorter term, there may be some increase in carbon emissions on the surrounding primary road network as drivers adjust to potential changes in road layout; however, the long-term outlook is positive.</p>
Environmental management	<p>Neutral</p> <p>The main impact will be in the implementation of the project and with the resultant embedded carbon. However, recycled materials will be used where applicable, along with environmentally friendly planting and additional greening.</p>
Climate change mitigation	<p>Positive</p> <p>In the longer term, as part of a wider programme to encourage active and sustainable modes of travel, the projects are expected to contribute towards reducing the negative environmental impacts of private motor vehicle use through reduced carbon emissions, lower rates of road traffic collisions, and improved public realm.</p> <p>Further mitigations will be in place with the introduction of SuDS and greening where possible.</p>

## Public Health Implications

67. Transport is one of the fundamental determinants of health; it may be health-damaging or health-promoting. The proposals as outlined here will support measures to encourage active, rather than motorised, travel. This scheme aligns with the Enfield Transport Plan 2019-2041 and the Enfield Healthy Streets Framework.
68. Reducing obesity is a priority for Enfield, as outlined in the Borough's Health and Wellbeing Strategy. 61.4% of adults are classified as overweight or obese (ALS,12016). Data for academic years 2014/15 to 2016/17 shows that the average prevalence of excess weight in year 6 pupils is 41.5%. This is higher than London (37.9%) and England (33.87%) averages. If left unchanged, this will lead to serious health complications later in life, such as diabetes, heart disease and cancers.
69. Maps from the London Atmospheric Emissions Index (LAEI) show the areas of Bowes East and Edmonton Green to contain some of the highest mean concentrations of NO<sub>2</sub> in the borough, particularly due to their proximity to the A406 highway. These areas are subsequently home to some of the highest levels of air pollution in the borough.
70. The Enfield Air Quality Action Plan (AQAP) 2022-2027 says that despite emissions from transport reducing, it is still the main source of pollution in Enfield. The AQAP also estimates that the annual health costs to society in terms of the impacts of air pollution in the United Kingdom is roughly £15 billion. This is likely because air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer and can also exacerbate existing health conditions such as triggering asthma attacks. Air pollution particularly affects children, older people and those with underlying heart and lung conditions. Equality issues are also present as areas with poor air quality are often located in less affluent areas. Not addressing this issue means that some of the most vulnerable people in our communities are put at disproportionate risk of ill health.
71. Creating an environment where people actively choose to walk and cycle as part of everyday life can have a significant impact on public health, and has the potential to reduce health inequalities. It is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport, and active leisure pursuits.
72. Shifting trips to active and sustainable transport also has the potential to achieve related policy objectives:
- Supports local businesses and promotes vibrant town centres.
  - Provides a high quality, appealing public realm.
  - Reduces road danger and noise.
  - Increases the number of people of all ages out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction and children's play.

- Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment.

73. Overall, the proposals will encourage sustainable and active travel, helping the Council to manage environmental problems related to congestion and local air quality, while also reducing our impact on climate change and improving health, safety, and accessibility for all in our communities. This supports Public Health's efforts to embed health in all policies across the Council.

### **Property Implications**

74. Any expenditure to actions proposals in this report will be subject to the council's contract Procedure rules.

75. Projects with a contract value over the Public Contract Regulations threshold will be subject to PCR process.

76. Procurement project over £100k for goods and services and £2.5m for works must engage with the Procurement Assurance Group gateway process.

77. As there is no mention of procurement in this report an authority to procurement report may be required and an authority to award report will be needed.

78. Contract Management is expected to ensure that Value for Money is delivered through the lifetime of the contract.

### **Crime and Disorder Implications**

79. The overall objective of the scheme to create a more appealing public realm that encourages more people out on the streets will also help improve safety and the perception of safety.

80. Further engagement and consultation activities will be carried out as the scheme progresses and will seek to gather comments/concerns on the issue of crime and disorder. This will help to develop designs in line with this issue and mitigate it where appropriate.

### **Network Impact**

81. The creation of a Quieter Neighbourhood has a potential to result in some traffic reassignment. The Journeys and Places team has commissioned a consultant to review potential traffic reassignment as the design progresses, and model the impact of potential traffic reassignment to determine network impacts.

82. The design will aim to mitigate potential impacts to the network as far as reasonably practical.



83. Impacts to the network will be discussed with Transport for London prior to confirmation of the final design.

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### **Appendices**

Appendix A – Phase 1 Engagement Report Bowes East

Appendix B – Phase 1 Engagement Report Edmonton Green

Appendix C – Communications and Engagement Plan Bowes East

Appendix D – Communications and Engagement Plan Edmonton Green

Appendix E – Equalities Impact Assessment Bowes East

Appendix F – Equalities Impact Assessment Edmonton Green

### **Background Papers**

None

**Departmental reference number, if relevant:**